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PRELIMINARY POLICIES AND ISSUES REPORT

Daly City, California

July 23, 1976

ROBERT IRONSIDE/WILLIAMS AND MOCINE - PLANNING CONSULTANTS

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INTRODUCTION

This report is intended to further the communication among citizens, City officials and consultants started at the General Plan Workshop June 18-19. During the workshop, about 80 participants discussed a variety of community concerns to arrive at a set of preliminary goals and policies for the General Plan (A goal is intended to express a desired state or condition; a policy is a position or action to be taken to help attain a goal).

The goals and policies formulated during the June workshop are included in this report so that they can be reviewed by workshop participants and other interested persons and modified, dropped or expanded as more information becomes available. The consultants are presenting the goals and policies herein, with only minor editing, just as they were expressed by the workshop participants. Some of the goals and policies may be workable while others may not. The important thing at this point is to get the ideas on paper and continue the dialogue. This report will be revised and incorporated into the workbook for the second workshop. These preliminary goals and policies will evolve from the present status as hopeful statements to become officially adopted as part of the General Plan. This evolutionary process will include Advisory Committee sub-committee meetings and will be highlighted by a second workshop in September and a third, probably in November.

During the first workshop these goals and policies were formulated in the abstract. At the second workshop they will be refined and become more realistic. During the third workshop the goals and policies will be put in their final form for presentation to the Planning Commission and Council for adoption.

The preliminary goals and policies in this report are accompanied by maps showing, in sketchy fashion the existing land use and circulating pattern of the City and the major issues brought out at the first workshop. The intention, at this point, is to determine which areas of the City present issues and which do not so that our energies can be directed where needed.

EXISTING CONDITIONS

Daly City has about 72,500 residents occupying seven square miles of the northernmost portion of San Mateo County. The City borders San Francisco City and County and, uniquely for a San Mateo County city, extends from Bay to Ocean. Situated on the northern and western lower slopes of San Bruno Mountain, the City mainly is tilted toward the Ocean and thereby exposed to the chilly winds and fogs that arise from that source. The accompanying map show the City's street network and land use pattern in generalized fashion.

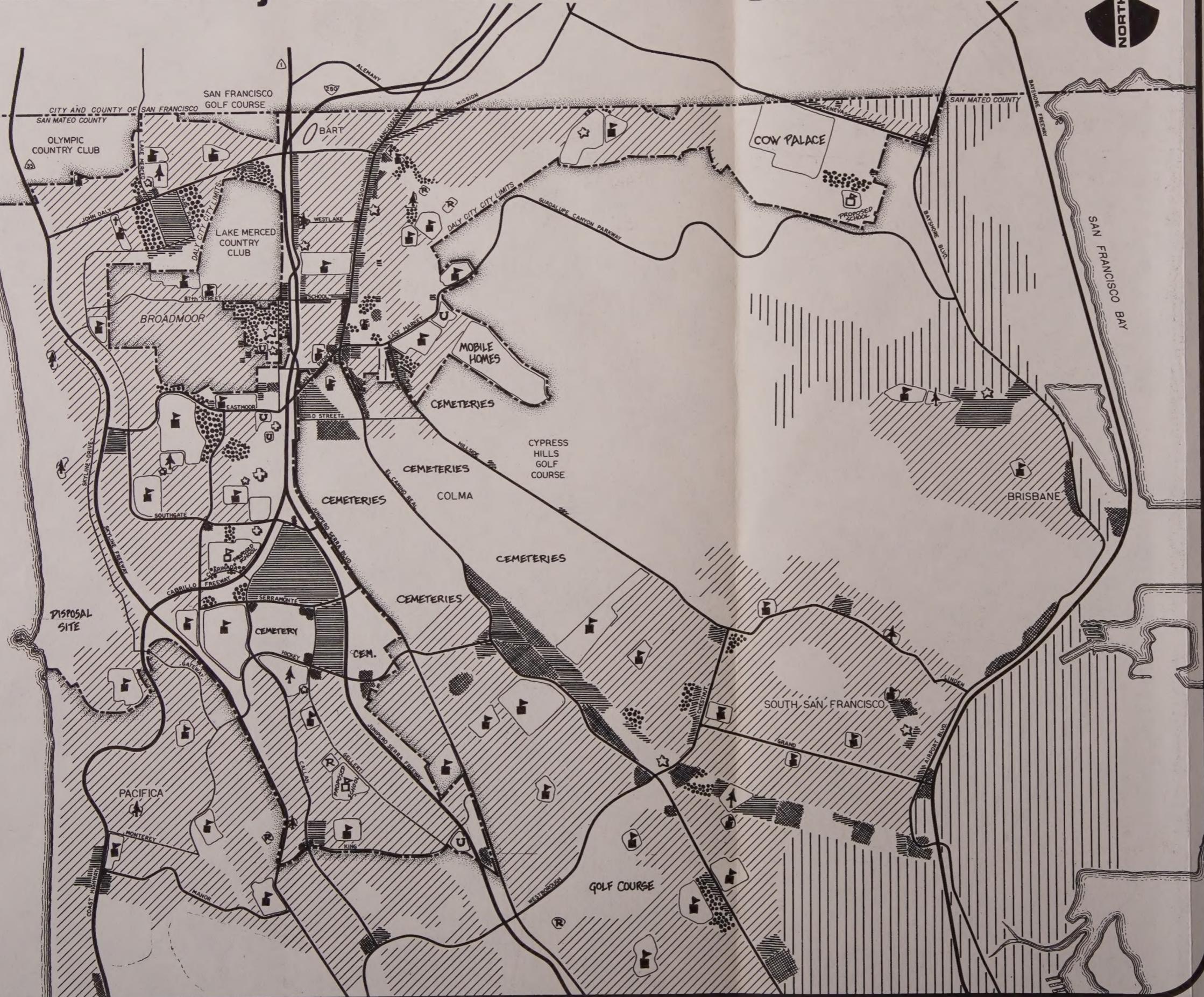
The City is substantially developed with only about 365 acres vacant or in agriculture use. There is however, a degree of underdevelopment with some of the buildings, primarily in the original, central portion of the City, showing their age. Redevelopment Areas have been established along the commercial strips of Mission Street, San Jose Avenue and Junipero Serra Boulevard. A plan for the re-use of these areas is nearing completion.

Single family residential use is dominant in Daly City, occupying 32 percent of the developed area. Apartments occupy five percent of the land. Commercial use has increased in importance since the development of Serramonte Regional Center. Previously Westlake and the Mission strip had been the major shopping areas. Daly City has become a significant shopping area, bringing in customers from other communities. One weakness in its economic base is the shortage of industrial land, now accounting for less than one percent of the developed area.

Frequently as land becomes scarce the development decisions become difficult. This applies also to decisions on how to re-use land. The decisions are made even more difficult with the wide range of options that are available. The City is in a very strong market situation with strong demand for housing of all types and a variety of commercial uses. It really comes down to not what is best, but what is most desired and most acceptable.

DALY CITY, CALIFORNIA

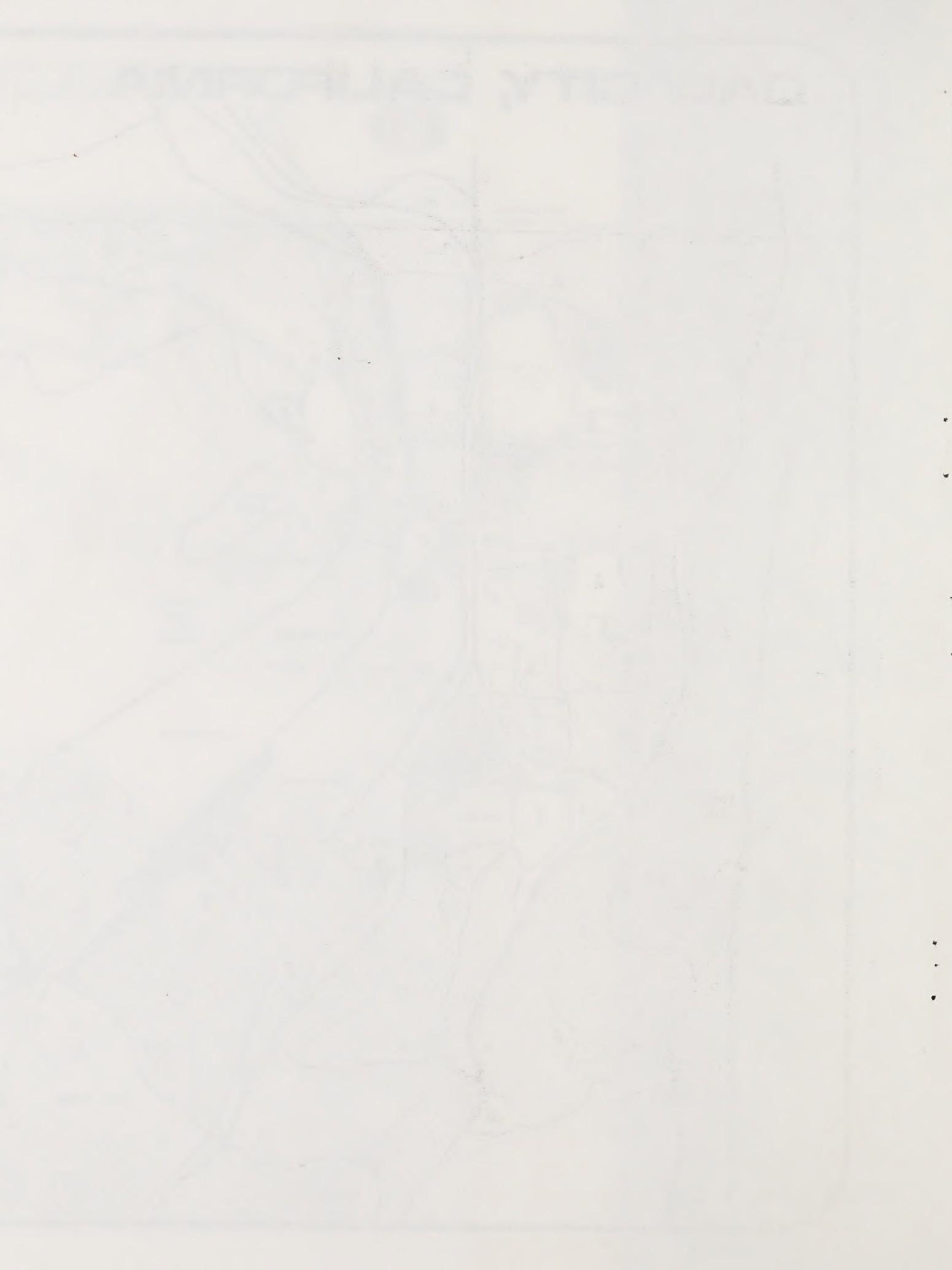
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Generalized Land Use

- | | |
|--|-----------------------------|
| | SINGLE FAMILY RESIDENTIAL |
| | MULTIPLE FAMILY RESIDENTIAL |
| | RETAIL & OFFICE USE |
| | GENERAL COMMERCIAL |
| | INDUSTRIAL |
| | PUBLIC & CIVIC USES |
| | RESERVOIR |
| | SCHOOL |
| | PARK |
| | UTILITIES |
| | MEDICAL USES |

JULY 23, 1976



PRELIMINARY GOALS AND POLICIES

The goals and policies listed here are the consultants' interpretation of the consensus reached by the participants at the June 18-19 general plan policy workshop. The consultants took some editorial liberty in an attempt to organize and clarify the conclusion.

ECONOMIC COMPONENT

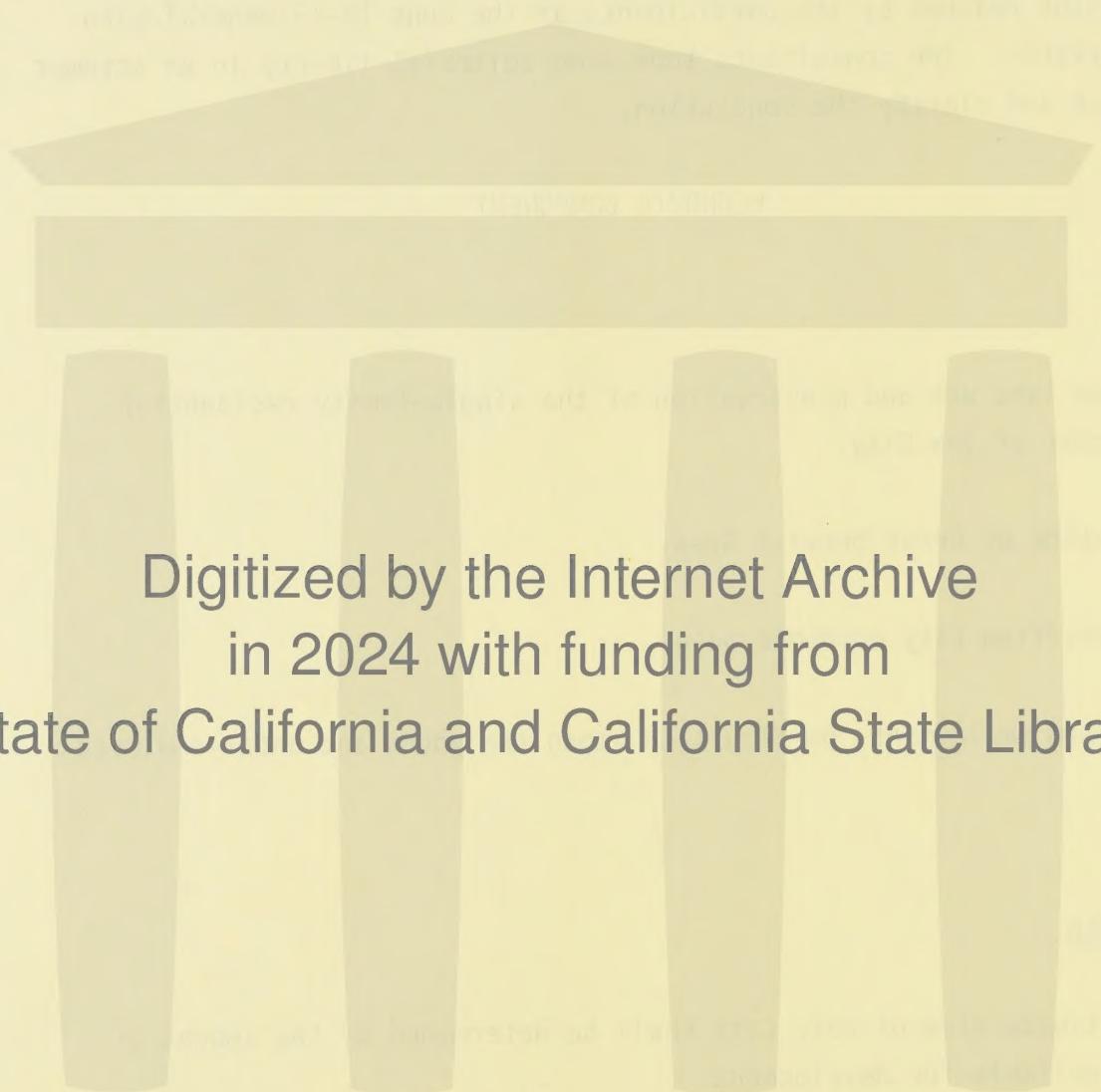
GOALS

1. Optimum land use and preservation of the single-family residential character of the City.
2. Annexation of Urban Service Area.
3. A diversified City economic base.
4. Increased employment, particularly among the young and under-employed.

POLICIES

Urban Growth

1. The ultimate size of Daly City shall be determined by the amount of land available for development.
2. The future growth of Daly City shall be financed by private capital.
3. The City shall encourage annexation of its Urban Service Area, provided the revenue generated by the area meets the service costs incurred by the City.
4. Annexed areas shall have the same level of public services as other parts of the City.
5. City residents shall be protected from the impacts on their environment caused by activity on San Bruno Mountain.



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Economic Development

1. The City revenue base shall be diversified primarily by encouraging professional, administrative, and commercial development.
2. Daly City shall emphasize commercial and higher density residential development in expanding its economic base.
3. The City shall consider a revenue producing facility for recreation vehicles near Thornton Beach.
4. The City shall explore the economic feasibility of a hotel/convention center complex.
5. The City shall not discourage a private institution of high learning from locating within the City.
6. The City shall urge the State Legislature to provide the City financial assistance in exchange for services and infrastructure it must provide to the Cow Palace.
7. The City shall encourage opportunities to relieve employment.

Redevelopment

1. Redevelopment programs shall focus on commercial areas and on other areas where there is no other feasible way to preserve blighted structures.
2. Redevelopment or reuse shall not occur until vacant land for that use has been developed.
3. Redevelopment shall be considered as a technique for combining small parcels of land in appropriate areas of the City for industrial development.

SOCIAL COMPONENT

GOALS

1. Improved quality of life in Daly City.
2. The capability to accomplish a swift return to normal government and activity in time of disaster.
3. Protection of residents and minimal damage from fire and other hazards.
4. Uniform quality public services and facilities for all residents.
5. Preservation of significant historical and geologic landmarks wherever possible.
6. Coordinated social services and health care available to all residents.
7. Availability of full range of social services.
8. The best possible health care facilities and services for all residents.
9. A workable environment for handicapped residents.
10. A livable environment for all residents, with particular sensitivity to the needs of the young adult and elderly.
11. Citizen involvement at all levels of public decision-making.

POLICIES

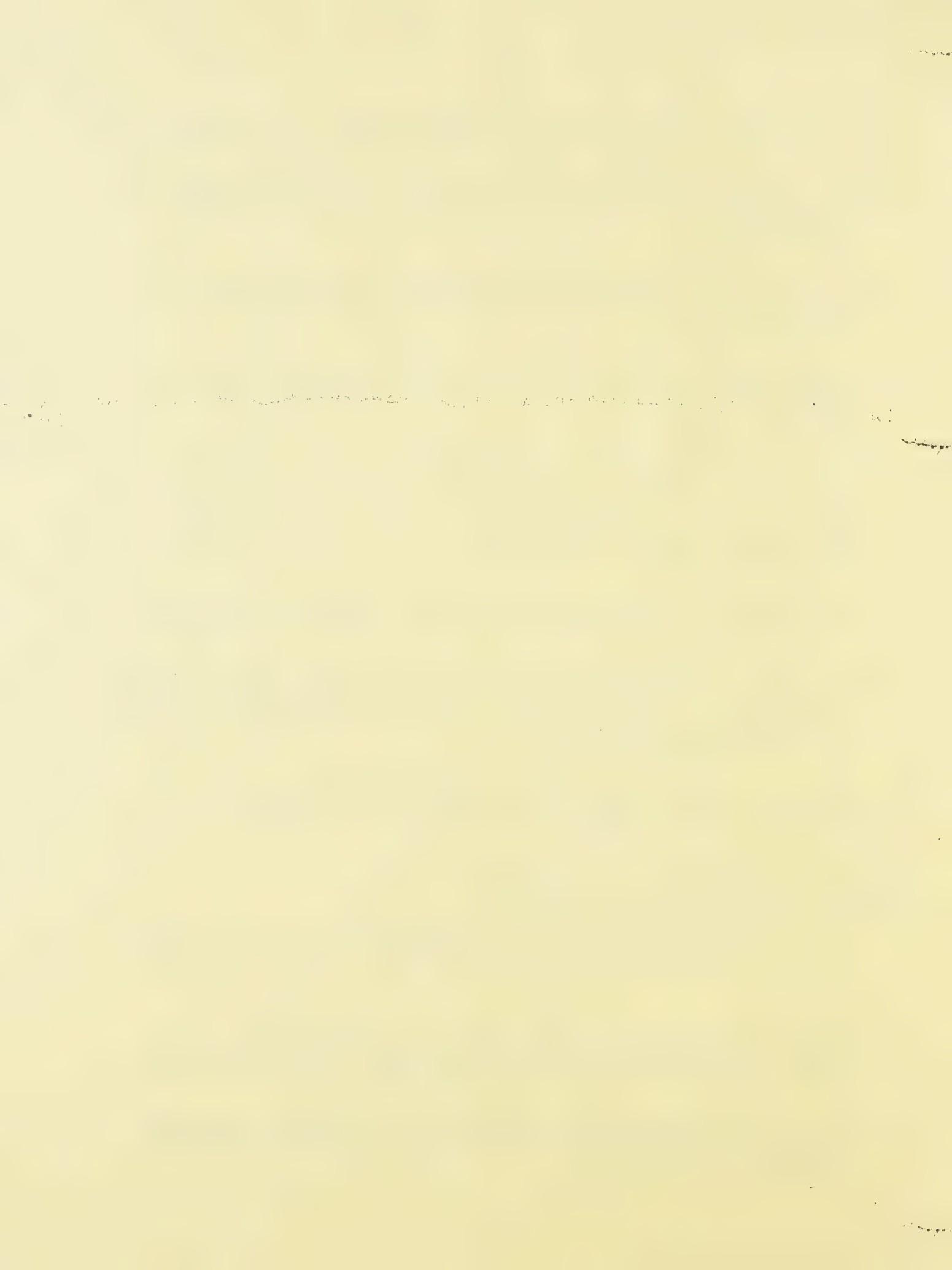
Safety Element

1. The City shall prepare an emergency plan, including provisions for public access alternatives, in the event of a major earthquake or other natural disaster.

2. The City shall pursue establishing a single emergency telephone number.
3. Fire stations shall be located strategically to reduce response time in emergencies.
4. All areas of the City shall have adequate water supply and pressure for fighting fires.
5. The City shall expand the services of its fire department to include paramedic service.
6. Areas annexed to the City shall be provided with adequate fire service.
7. The City shall require full emergency access to building sites during construction activity.
8. Weed abatement and other fire hazard reduction programs shall be enforced.
9. An objective lighting study of the City shall be made to establish lighting standards for the City's residential and commercial areas shall be brought up to the established standards.
10. The level of street lighting shall be dependent upon the function of the street and its location.

Community Services and Facilities Element

1. Public services and facilities shall be equitably distributed throughout the City.
2. Impact on public safety and level of public services shall be critical issues in the City's position on the development of San Bruno Mountain.
3. Regular street cleaning shall be facilitated by encouraging a voluntary alternate side parking system.



4. A future garbage transfer station shall be located to minimize the distance travelled by collection trucks within the City and to avoid conflict with existing and future residential areas.
5. The City shall explore alternatives and make public its findings on the future of cable television service.
6. All areas of the City shall be adequately served by library facilities.
7. In neighborhoods not close to a public library, the City shall encourage a program to have the school libraries open to the children during the summer.
8. An auditorium for civic and cultural events shall be provided.
9. The State Agricultural District shall be encouraged to bring the Cow Palace up to modern standards.
10. Public Health and sanitation regulations shall be enforced at the Cow Palace.
11. The City shall encourage pilot City historical programs which would involve various City departments, historical societies and the City library.
12. The original John Daly Library building shall be preserved as a City historical landmark.

Social Services Element

1. The City should continue to coordinate delivery of the various health and social services provided by the County, State and Federal governments.
2. The City shall promote relocating the Social Services Center into a larger facility on the east side of the City with space for ethnic and cultural activities.

3. Citizens shall be consulted about the type and level of services offered by the Community Social Services Center.
4. The City shall encourage civic groups to continue their efforts to publicize the services of the City's Social Services Center.
5. Health and social services shall be consolidated in a single facility.
6. The City shall work for the best possible health care facilities for its residents.
7. The City shall encourage establishment of a mental health program aimed at preventative assistance.
8. The City shall encourage the County to locate a regional medical facility within the City.
9. The City shall encourage the County to provide all of its social services in a single North County location easily accessible to Daly City residents.

Special Populations

1. The City shall increase assistance to the physically handicapped in the form of alteration of the City's infrastructure (sidewalks, access to public buildings, code alterations for public buildings, etc.).
2. Supervised group occupancy by the elders and handicapped in single family residential areas shall be permitted provided health and safety criteria are met.

Citizen Involvement

1. In an effort to develop a sense of community, the City shall promote interaction between the various neighborhood groups in Daly City.
2. A representative citizens advisory committee shall be appointed for the Social Services Center.

3. Young people shall be encouraged to participate in making decisions which affect the operation and future of the City.
4. Elders shall be encouraged to participate in City government.
5. The City's youth and elders shall be represented on City advisory committees.
6. The City shall distribute an informational packet to each resident to inform them of City services.
7. The City shall provide public information about available social and health services.

PHYSICAL COMPONENT

GOALS

1. Protect the quality and character of the single family residential environment.
2. Higher density residential units adjacent to more intensive land uses.
3. Mix land uses where location supports more intensive human interaction.
4. Major commercial development limited to existing areas to reinforce these as focal points of community life.
5. Convenient commercial activities oriented to neighborhood needs.
6. Development of light industrial and warehouse uses.
7. Safe movement of vehicular traffic within and through the City, accepting some inconveniences where necessary to protect residential integrity.
8. Land uses related to existing street capacities.

9. Safe access to and from major regional highways which cross the city.
10. Safe, efficient access for San Bruno Mountain, if it is developed.
11. Local transit service which meets the needs of City users.
12. High local patronage of BART.
13. On and off-street parking adequate to meet the needs of residents and businessmen.
14. Safe bicycle circulation.
15. Safe pedestrian access and movement.
16. Hiking trails provided where desirable and possible.
17. A range of housing values to meet the needs of all residents.
18. Housing conservation and rehabilitation programs to retain as much as possible of the housing stock.
19. Enhance built-up areas with landscaping, particularly around apartment complexes and along streets.
20. Create distinctive, attractive entrances to the City.

POLICIES

1. Standards and programs shall be formulated to protect the integrity of single-family residential neighborhoods.
2. The Daly City tradition of home ownership shall be supported and encouraged.
3. The City shall develop and carry out programs to conserve the existing housing stock.

4. Multiple-family residential units shall be located close to commercial and other non-residential land uses.
5. Highrise apartment units shall be encouraged in areas with established commercial activity (i.e., Westlake, Serramonte).
6. Major commercial development shall be encouraged in areas accessible to major transportation facilities.
7. Intensification and improvement of existing regional and community shopping centers shall be encouraged.
8. The Bayshore Area shall be adequately served with community and neighborhood shopping facilities.
9. New commercial recreation facilities shall be encouraged.
10. Stables shall be provided in an area accessible to the riding trails.
11. The City shall, through zoning and other means, encourage commercial facilities oriented to young people.
12. Several clearly identified areas shall be designated for professional, administrative and research offices. (Savage school site area, civic center, around BART, Serramonte.)
13. Office uses shall be encouraged in areas with good transportation access.
14. Mixed land uses shall be appropriate in and adjacent to established commercial centers.
15. The redevelopment area shall be characterized by mixed uses with apartments over office and commercial uses.
16. The City shall consider Westlake, Serramonte and Skyline Plaza for more intensive-office, commercial and highrise residential development.

17. Clean, light industrial uses shall be encouraged.
18. Appropriate available vacant sites shall be designated for light industrial use, including warehousing.
19. The City's corporation yard shall be located as centrally as possible. Future space needs shall be considered in site considerations.
20. Church locations shall consider parking, traffic and noise impacts on neighborhoods.
21. An attempt shall be made to identify a location for dirt bike use which can be properly regulated.

Circulation and Transportation Element

1. Arterials shall circumvent residential neighborhoods wherever possible.
2. Improved east-west arterials shall be provided.
3. Access between the Bayshore area and the rest of Daly City shall be improved.
4. Design of collector streets in residential neighborhoods shall discourage excessive speed.
5. Poor design and improper use plague collector streets; the City shall evaluate the collector system and institute changes to improve the use of this type of street.
6. In order to moderate traffic speed and add variety, collector streets shall be landscaped where possible.
7. Inadequate local streets shall be widened where possible or considered for one way designation.
8. The City shall support the State in seeking better access from freeways and State highways to the BART station.

9. Access points from major regional routes to Daly City shall be integrated as well and as safely as possible into the City street system.
10. The City shall enforce uniform street standards in new subdivisions.
11. Traffic analysis within the City shall be on an ongoing basis.
12. Measures to improve traffic movement should incorporate low maintenance landscaping wherever possible.
13. Traffic for major events at the Cow Palace shall be controlled to have the least possible effect on the adjacent residential neighborhood.
14. Access shall be a primary consideration in the development of the Reservoir Hill area of San Bruno Mountain.
15. Local transit shall be more reliable and better routed to provide transportation to residents with no other alternative.
16. The local public transit system shall consider the needs of the City's elder residents in its routing.
17. Access, including public transportation, to places of employment within the City shall be a planning priority.
18. In order to alleviate the traffic problem the County transit service shall include BART, particularly during commuter hours.
19. In order to relieve the traffic concentration at BART, the City shall encourage extension of BART to another location within the City.
20. The City, in conjunction with the County and State, shall improve access and commuter parking to the BART station.
21. The minimum residential setback requirement shall be increased to allow for off-street parking.

22. Off-street parking standards for apartments shall be based on the number of bedrooms in each unit.
23. Off-street parking requirements for apartments shall be revised to provide spaces for both occupants' and visitors' cars.
24. Where apartment and commercial uses are mixed, parking shall be adequate for both uses.
25. The City shall review off-street and recreation vehicle parking requirements and provide alternative solutions for these problems.
26. Feasibility of requiring underground parking facilities should be explored.
27. Specially designed parking for motorcycles shall be provided in commercial areas.
28. People attending Cow Palace events shall be discouraged from parking on City streets.
29. The City shall continue its bicycle trails program.
30. Bicycle lanes shall be provided on City arterials serving major activity points.
31. Pedestrian safety shall be a priority, particularly in the older parts of the City.
32. To promote safe pedestrian movement, sidewalks shall be provided on arterials serving commercial or office areas.
33. Regulated pedestrian crossings of arterial and collector streets shall be conveniently located, clearly identified, and with traffic stopped long enough to permit safe crossing

34. The City shall maintain its sidewalks in safe condition.
35. The City shall promote pedestrian access between residential areas and neighborhood shopping and other commercial areas.
36. Pedestrian access across I 280 to BART shall be improved.
37. A system of public hiking trails shall be developed from Mussel Rock to Thornton Beach and the Golden Gate National Recreation Area.

Housing Element

1. The City shall provide a program of building and housing code enforcement to conserve the existing housing stock.
2. The City shall consider requiring building inspection when structures are sold.
3. The City shall institute a program which would bring all housing stock into safe and sanitary condition.
4. The City shall encourage rehabilitation of deteriorating housing, particularly those built before 1930.
5. Rehabilitation programs shall be actively supported with the skills of City staff.
6. The City shall provide a program of technical assistance to homeowners wishing to make their residences safe and sanitary.
7. The City shall pursue all available sources for funding housing rehabilitation and conservation.
8. As support for neighborhood rehabilitation programs, the City shall improve public facilities as necessary.

9. Young City residents shall be involved in the residential conservation and rehabilitation programs.
10. The City shall investigate expanding the CETA program to include young people who can give assistance to elder residents in maintaining their property.
11. The City shall encourage State, Federal and County programs which assist elder residents in obtaining housing of their choice.
12. The City shall be concerned with preserving and protecting the integrity of each of the City's residential neighborhoods.
13. The City shall encourage each neighborhood to be represented by a home-owners or neighborhood association.
14. Neighborhood commercial uses shall be protected.
15. Each neighborhood shall be served by neighborhood shopping facilities within walking distance.

Urban Design Element

1. The existing San Francisco type urban density shall be maintained throughout the City.
2. To maintain the residential character and appearance of Daly City, the City shall encourage detached single-family residences.
3. Existing single-family site coverage criteria is adequate, but more imaginative site use shall be encouraged.
4. Highrise apartment or mixed commercial and apartment structures shall have definite height limits.
5. Height regulations on large apartment buildings shall consider shadow effects.

6. Height limits on large apartment buildings shall be based on topographic and geologic factors.
7. Building site and design review shall be required for all apartment developments.
8. The need for greenery around apartment buildings shall require better site usage and reduced site coverage.
9. The City shall establish a standard rear setback in residential areas.
10. To improve the streetscape, the City shall provide more landscaping, bus shelters and public telephones.
11. The City shall enforce codes and ordinances which protect the visual quality of its streets.
12. Where safe and possible, arterials should be landscaped to reduce their impact on adjacent residential and commercial areas.
13. The City shall consider, but at lower priority, realigning streets just to improve their appearance.
14. A program of sidewalk beautification shall be promoted in commercial areas.
15. The City shall designate special entrances to the City and distinctively identify them. (Geneva Avenue and Guadalupe Canyon Parkway should be included.)
16. Existing landmarks shall be incorporated into identifying gateways to the City.
17. The City shall require all utility lines to be underground in new residential subdivision and encourage such undergrounding in existing residential areas.

18. The City shall pursue a program of undergrounding overhead utility lines in commercial areas.
19. Overhead utility lines shall be undergrounded wherever substantial street improvements are made.
20. Landscaping shall be encouraged to improve the appearance of the City.

ENVIRONMENTAL COMPONENT

GOALS

1. Protect residents from injury and minimize property damage from earthquakes and other disasters.
2. Reduce noise to acceptable levels.
3. Retain in open space areas presenting significant hazards to human life such as wildfires, earthquake destruction, landslides and flooding.
4. Provide each neighborhood with park and recreation opportunities.
5. Conserve essential natural resources for future residents.
6. Regulate development to reduce costly drainage, erosion and other similar problems.
7. Protect the oceanfront by developing it into a regional recreation area.

POLICIES

Seismic Safety Element

1. In the geologically unstable coastal area the City shall restrict new development and assist existing neighborhoods where possible.
2. The City shall undertake a slope planting program on particularly visible or unstable hillsides.

Noise Element

1. The City shall institute a noise ordinance to protect residents from excessive noise generated in their neighborhoods.
2. Noise levels shall be a criteria in determining appropriate land use.
3. Recognizing that one of the major sources of noise in the City is aircraft, the City shall require protective building standards in these noise prone areas.

Scenic Highways Element

None yet.

Open Space Element

1. The City shall protect open space for recreational and visual amenity.
2. The City shall allow increased density in exchange for more open space in site development as long as the development conforms to an approved and strictly enforced site plan.
3. All City parks shall be developed with the needs of their immediate service area in mind.
4. The City shall provide some park facilities oriented to more passive activities for its elder residents (barbeque pits, benches, walking paths).
5. The area of the City north of John Daly Boulevard, west of San Jose Avenue; and the area west of Skyline Boulevard, shall have priority for tot-lot development.
6. At least part of the park acreage located on San Bruno Mountain shall be in a sheltered area and include passive activities in a natural setting.

7. The sanitary landfill area shall be used as a passive recreation area and the southernmost access to the ocean and beaches.
8. Where safe, the City shall open its beach areas to the public.
9. All neighborhoods shall have accessible active outdoor recreation areas.
10. The recreation program offered by the City shall be continually reviewed to ensure it meets the needs of as many age groups as possible.
11. The City shall extend its recreation program to include all parks and schools with adequate sites.
12. Indoor recreation facilities shall be located in easily accessible areas, preferably served by public transportation and accessible to all neighborhoods.
13. The City recreation program shall include a volunteer corps to supervise sports activities at schools and in recreation facilities when department supervision is not available.
14. Undeveloped portions of school sites shall be used more intensively for educational or recreation purposes.
15. The City shall discourage recreational use of motorcycles within the City limits, even on land under private ownership, unless strictly regulated.
16. Motorcycles shall not be permitted to use hiking trails.

Conservation Element

1. When available, reclaimed water shall be used for irrigating large open spaces such as golf courses and cemeteries and for appropriate industrial uses.

2. Drainage problems in the Colma Creek area shall be resolved.
3. Development of San Bruno Mountain shall not be permitted to create drainage and runoff problems for Daly City.
4. The City shall seek alternate sources of water to supplement the City's well water supply.
5. The City shall encourage a voluntary recycling program and participate in educating the public to its need.
6. Retail food outlets shall be encouraged to provide adequate litter receptacles and to develop education programs to promote litter disposal.

DALY CITY, CALIFORNIA



General Plan Issues



GATEWAYS TO THE CITY



SHOPPING CENTERS: INTENSIFY USES

**REDEVELOPMENT AREA:
MIXED USES,
HOTEL / CONVENTION COMPLEX**



BEACH ACCESS AND HIKING TRAILS



LANDSLIDE HAZARD AREA



LIQUEFACTION HAZARD AREA

GENERAL ISSUES

- PRESERVE SINGLE FAMILY RESIDENTIAL USE
 - HOUSING CONSERVATION
 - ADEQUATE PARKING
 - EVALUATE COLLECTOR SYSTEM
 - IMPROVE EAST-WEST ARTERIALS
 - NEIGHBORHOOD PARKS NEEDED
 - SLOPE PROTECTION/BEAUTIFICATION
 - SOLID WASTE TRANSFER STATION

JULY 23, 1976

GENERAL PLAN ISSUES

The accompanying Issues Map depicts many of the issues expressed during the June 18-19 policy workshop, or at least those issues which lend themselves to mapping. Other issues are expressed or implied by the goals and policies herein.

It should be emphasized that the issues, goals and policies are not based upon any significant technical contribution by the consultants. There still is a need for considerable data review and analysis to determine how realistic the expressions of the citizens are; for that's just about it being presented at this stage -- the expressions of the citizens. The consultants' role was to serve as a catalyst to bring the people together and draw out their feelings about their community.

At this point, the workshop participants and other interested persons are asked to review this report and decide to what extent there should be revisions, deletions or additions to the goals and policies. Members of the Advisory Committee may express their views at Committee or Sub-Committee meetings. Other workshop participants will have an opportunity to express their views at the second workshop in September or, if desired, may submit comments to the Community Development Department at City Hall.

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